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WORK PLAN FOR 1998-2001 AND REQUEST FOR PROGRAMME EXPENDITURE AUTHORITY

Report of the Executive Director

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ANNEX 8

I. INTRODUCTION

1. The objectives of this report are three-fold: (a) to examine the utilization of resources by UNFPA in 1996, applying the method of measuring UNFPA's resource utilization approved by the Governing Council in decision 89/46 B (1); (b) to describe the work plan for 1998-2001 including information about projected resources and the proposed utilization of programmable resources among country and intercountry activities as well as among geographical regions; and (c) to present the Executive Director's proposed programme expenditure authority for 1998 from regular resources, the estimates of new programmable regular resources for the 1999-2001 period and the estimates of new programmable resources from multi-bilateral funding. Pertinent financial data used in the calculations in this report are provided in tables in the annex.

II. UTILIZATION OF RESOURCES IN 1996[1]

2. Contributions from Governments to UNFPA in 1996 amounted to $302.0 million, which, together with adjustments, interest and other miscellaneous income of $7.4 million, resulted in a total income from regular resources in 1996 of $309.4 million, a decrease of $3.2 million or 1.0 per cent compared to 1995. (This amount includes a special contribution from Denmark of $10.6 million that was not anticipated and received only in the last quarter of 1996 and was therefore not available for programming in 1996.) After deducting $55.2 million for the administrative and programme support services (APSS) budget and adding $23.7 million in carry-forwards from 1995 to 1996, total programmable regular resources in 1996 totaled $277.9 million. The income from multi-bilateral resources in 1996 was $18.3 million, $2.4 million more than in 1995. The carry-forwards from 1995 from multi-bilateral resources were $13.0 million, bringing to $31.3 million the total programmable multi-bilateral resources in 1996. In terms of combined regular and multi-bilateral resources, total programmable resources amounted to $309.2 million (see table A).

3. Total project expenditures from regular resources decreased slightly from $230.9 million in 1995 to $225.0 million in 1996, a small decrease of $5.9 million or 2.6 per cent. Expenditures for technical support services (TSS) were $23.0 million; the costs of administrative and operational services (AOS) were $8.0 million. This yielded programme expenditures of $256.0 million in 1996, or $5.8 million less than the corresponding figure in 1995. For combined regular and multi-bilateral resources, project expenditures were $243.0 million, and programme expenditures were $274.8 million (see table B). The ratio of programme expenditures to total programmable resources (resource utilization rate) for regular resources in 1996 was 92.1 per cent, which is slightly higher than the corresponding rate of 91.7 per cent in 1995 (see table C). The carry-forwards of programmable resources were reduced from $23.7 million (carried forward from 1995 into 1996), to $21.9 million

[1] Expenditures for 1996 are estimated. The breakdown of project expenditures is based on the year-end allocations.

(carried forward from 1996 to 1997), i.e., by $1.8 million. This shows that again -- as in 1994 and 1995 -- UNFPA has used its new resources in full and has reduced the amount of carry-forwards.

4. In 1996 UNFPA started eight new country programmes that had been developed in 1995 and therefore reflect the new programme areas for UNFPA's programmes: reproductive health, including family planning and sexual health; population and development strategies; and advocacy. However, table D of this report shows expenditures using the old programme areas. This was necessary because of the 90 country programmes active in 1996 the large majority (82) had been developed prior to the ICPD using the old work plan categories. However, in the 47 country programmes already developed after ICPD or in process of development the new programme areas are being used.

5. As shown in table D, the estimated expenditures for reproductive health from regular resources decreased in absolute amounts by 10 per cent, from $119.1 million in 1995 to $107.3 million in 1996, while the proportionate share decreased slightly, from 52 per cent to 48 per cent. Based on past experience, this share is expected to increase slightly, to 50 per cent, when final expenditure figures are in. On the other hand, expenditures from regular resources for information, education and communication (IEC) activities, which are often an important component of reproductive health programmes, increased proportionately and in absolute amounts (by 8 per cent), from $41.0 million in 1995 to $44.4 million in 1996. Thus, reproductive health and closely associated IEC activities increased in absolute amounts and stayed at a level of more than two thirds of all project expenditures for the fifth straight year.

III. PROGRAMME PLANNING FOR 1997

6. The current uncertainties in funding make it advisable not to count on large increases in UNFPA's income from 1996 to 1997. Thus, the current income assumption for 1997 is $325 million, which -- together with carry-forwards of resources from 1996 into 1997 of about $22 million -- will allow UNFPA to conduct programme activities at a slightly higher level than in 1996. UNFPA may receive resources in 1997 beyond $325 million, notably towards the end of the year, as was the case in the past three years, which will then be carried forward into 1998. If that is not the case, UNFPA will have used its carry-forwards in full by the end of 1997.

IV. WORK PLAN FOR 1998-2001 AND REQUEST FOR PROGRAMME EXPENDITURE AUTHORITY

A. The basis of the work plan, 1998-2001

7. The work plan of UNFPA is a rolling four-year plan. This means that for each new work plan the current year is deleted and one future year is added. The work plan is a projected programme of assistance based upon income projections, prior commitments and foreseeable needs. It deals with

those activities that are funded from UNFPA's regular resources and refers also to the amount of expected multi-bilateral resources. The intended distribution of resources among country and intercountry activities and among regions is shown for regular resources only, since in the case of projects financed from trust funds the funding decisions are made by the donors themselves and not by UNFPA.

8. This work plan is based on the income assumptions for the period 1998-2001, which, after deducting the APSS net budget and additions to the operational reserve, determine the estimates of new programmable resources. For the work plan 1998-2001, the Executive Director has taken the income of 1997, currently estimated at $325 million, as the base and projects a constant annual rate of increase of 7 per cent for 1998-2001. This projection takes into account preliminary indications from major donor countries about their pledges for 1998. It also takes into account concerns expressed by some members of the Executive Board that the assumption of annual increases of 8 per cent a year -- as used in previous work plans -- was not justified. UNFPA has examined past increases in income and noted that there is no clearly discernible pattern; rather, the increases have varied from zero (or even negative) to up to 21 per cent, but averaged 7 per cent for the period of the last 8 years. On this basis and given the uncertainties of the contribution from one major donor country, the assumption of a slightly lower rate of growth would appear to be justified.

9. These assumptions result in an income projection for the four-year period 1998-2001 of $1,544 million from regular resources, as compared to $1,460 million for the period 1997-2000 presented in last year's work plan. The new programmable resources from regular resources based on these income assumptions are: $278 million for 1998, $298 million for 1999, $318 million for 2000 and $341 million for 2001. This yields a total of $1,235 million for the 1998-2001 period (see table E) compared to $1,175 million estimated last year for the work plan period 1997-2000. The income assumption from multi-bilateral resources is $25 million per year, or $100 million over the four-year period. Thus, the income assumption from regular and multi-bilateral resources combined is $1,644 million.

10. The amount of resources required for the APSS budget (net) is assumed in the work plan as 17.5 per cent of the combined regular and multi-bilateral resources each year (or 18.7 per cent of the income of regular resources) resulting in $288 million for the four-year period. A detailed APSS budget is submitted every two years to the Executive Board for approval, and the figures in the work plan are therefore only estimates for the purpose of calculating the new programmable resources for each year of the work plan period. Since the budget proposal for 1998-1999 will be presented to the Executive Board at its third regular session in September 1997, it had not yet been finalized at the time this report was written.

11. The Governing Council, at its fortieth session, in decision 93/28, paragraph 13, reconfirmed that the level of the operational reserve should be maintained at 20 per cent of the general resources income for each year of the UNFPA work plan. The level of the operational reserve at the end of 1995 was $63 million, based upon an income in 1995 of $313 million. Given an estimated income in 1996

of $309 million, the level of the reserve at the end of 1996 -- in accordance with decision 93/28 -- has not been increased. Given an estimated income in 1997 of $325 million, the level of the reserve at the end of 1997 would amount to $65 million. In order to maintain the reserve at the 20 per cent level, and assuming that the income from regular resources between 1998 and 2001 will increase as estimated, UNFPA will add a total of $21 million to the operational reserve over the work plan period 1998-2001.

12. The work plan does not project any significant carry-forwards of regular resources from 1997 to the new work plan period. Thus, total programmable resources in the four-year period are estimated at $1,235 million from regular resources (an annual average of $309 million). Similarly, carry-forwards of multi-bilateral resources are disregarded so that total programmable resources are estimated at $100 million from multi-bilateral resources (an annual average of $25 million, which includes $10 million a year from the European Union). Thus, the total programmable resources are estimated at $1,335 million from regular and multi-bilateral resources combined (an annual average of $334 million).

B. Resource distribution

13. The planned distribution of total programmable resources from regular resources for 1998-2001 between country and intercountry activities (regional and interregional activities) takes into consideration the needs in each of these areas. According to this plan (see table F), the proportion of total programmable resources intended for country activities for the new work plan period is the same as in the work plan for 1997-2000. In absolute terms, the $876 million intended for country activities in the four-year period 1998-2001 (an average of $219 million per year) is 5 per cent higher than the $832 million (an average of $208 million per year) previously foreseen for the 1997-2000 period. In addition, $118 million are projected for technical support services (TSS) for country programmes. Such technical support is provided by teams located at regional and subregional sites, which in turn receive technical backstopping from technical specialists located at the United Nations and its regional commissions, at the headquarters of United Nations specialized agencies and at WHO regional offices. The administrative and operational services (AOS) costs from regular resources for 1998-2001 are estimated at $48 million. This is based on a compensation arrangement with United Nations executing agencies of 7.5 per cent of project expenditures incurred for the implementation of country projects, in accordance with Governing Council decision 91/37, as well as on compensation arrangements covering non-governmental organizations (NGOs).

14. This work plan reflects decision 96/15 by which the Executive Board approved a new system of allocation of UNFPA resources to countries, replacing the previous system of priority countries. Based on this decision, which foresees that the new system be introduced with a flexible approach and in a phased manner, the proportions of expenditures by group of countries (see table G) are as follows: the share for Group A, which is estimated at 60 per cent for 1996, is expected to be 65 per cent, on average, for the work plan period 1998-2001, and it is expected to reach the range of 67-69 per cent by the year 2000 in accordance with decision 96/15; the share for Group B, which is estimated at 29

per cent in 1996, is expected to be 25 per cent, on average, for the work plan period 1998-2001, and it is expected to be 22-24 per cent by the year 2000; and the share for Group C which is estimated at 4 per cent in 1996, is expected to be 6 per cent, on average, for the work plan period 1998-2001, and it is expected to be 5-7 per cent by the year 2000 (see table G). UNFPA's planning is thus ensuring that UNFPA will have reached the targets set in paragraph 9 of decision 96/15 by the year 2000 in full.

15. Since precise amounts to be allocated to each country have not yet been determined, UNFPA has only set tentative figures for regions. Using the flexibility and the phased approach recommended by the Board, the amounts per region for the full four-year period 1998-2001 will on average be: sub-Saharan Africa, 39 per cent; Arab States and Europe, 13 per cent; Asia and the Pacific, 38 per cent; and Latin America and the Caribbean, 10 per cent (see table H). This distribution takes into account that sub-Saharan Africa has the largest number of least developed and low income countries and that both Europe and the Asia and Pacific region include a large number of countries with economies in transition. As table H shows, there is only a small shift in the proportionate share of each region from the previous work plan to the current one submitted here. This is due to the fact that the work plan 1997-2000 already reflected the increasing emphasis that UNFPA gives to Africa and anticipated the overall shift in resources from other regions to sub-Saharan Africa.

16. Based on an analysis of the status of financial implementation of UNFPA programmes and projects and expected expenditures in 1997, the balance of commitments (regular resources) to country programmes approved by the Governing Council and the Executive Board as of January 1998 is estimated at about $385 million. This is 44 per cent of the $876 million expected to be available for country programmes in the whole work plan period 1998-2001 (see table I).

17. This work plan does not give a projection on the proportion of UNFPA resources by programme area (reproductive health, population and development strategies, and advocacy) because the recipient countries determine the content of their population programmes and decide which donor will be asked to finance which part of such a programme. The 47 country programmes developed after ICPD or in process of development show a breakdown of regular resources by programme area as follows: reproductive health: 71 per cent; population and development strategies: 18 per cent; and advocacy: 11 per cent.

18. The UNFPA intercountry programme for the period of 1996-1999, covering regional and interregional activities, was approved by the Executive Board in 1995 in the amount of $175 million, or 15 per cent of programmable resources from regular resources. Approximately the same proportion (16 per cent) is foreseen for the distribution of the $193 million of programmable resources from regular resources to these activities during the 1998-2001 work plan period. The Executive Director foresees $82 million from regular resources (an annual average of $21 million) for regional activities during the work plan period and $111 million (an annual average of $28 million) for interregional activities. This breakdown constitutes no significant change from the previous work plan.

C. Request for programme expenditure authority

19. At its thirty-sixth session, the Governing Council, in decision 89/46 B, approved the proposal of the Executive Director that a programme expenditure authority for regular resources for the year following the current year be set at the level of estimated new programmable resources of that new year. The Executive Director further proposed, and the Governing Council endorsed at its thirty-sixth session, that for the subsequent three years of the work plan period the estimated amounts of new programmable resources be determined, which will provide guidance for future programming and, as necessary, will be reviewed, revised and updated on a rolling basis every year.

20. The proposed programme expenditure authority for 1998 amounts to $278 million, and the new programmable resources for 1999, 2000 and 2001 are estimated at $298 million, $318 million and $341 million, respectively (see table J).

V. RECOMMENDATIONS

21. The Executive Director recommends that the Executive Board:

(a) Endorse the Executive Director's programme resource planning proposals set out in paragraphs 7 to 18;

(b) Approve the request for the 1998 programme expenditure authority at a level equal to expected new programmable resources for 1998, currently estimated at $278 million;

(c) Endorse the use of the following estimates of new programmable resources from regular resources for programme planning for the 1999-2001 period: $298 million for 1999; $318 million for 2000; and $341 million for 2001;

(d) Also endorse the use of the following estimates of new programmable resources from multi-bilateral funding: $25 million per year for the years 1998-2001.

ANNEX

Table A. Calculation of programmable resources for 1995 and 1996 (MILLIONS OF US DOLLARS)	1995	1996 (ESTIMATED)
REGULAR RESOURCES		
(1) INCOME	312.6[A]	309.4
(2) ADMINISTRATIVE AND PROGRAMME SUPPORT SERVICES (APSS)	50.2[A]	55.2
(3) ADDITIONS TO THE OPERATIONAL RESERVE	10.0[A]	0.0
(4) NEW PROGRAMMABLE RESOURCES (1)-(2)-(3)	252.4	254.2
(5) CARRY-FORWARDS FROM PREVIOUS YEAR	33.1[A]	23.7[A]
(6) TOTAL PROGRAMMABLE RESOURCES (4) + (5)	285.5	277.9
MULTI-BILATERAL RESOURCES		
(7) INCOME	15.9[B]	18.3
(8) CARRY-FORWARDS	13.0	13.0
(9) TOTAL PROGRAMMABLE RESOURCES (7) + (8)	28.9	31.3
COMBINED RESOURCES		
(10) TOTAL PROGRAMMABLE RESOURCES (6) + (9)	314.4	309.2
(A) SEE DOCUMENT DP/FPA/1996/22, ANNEX, TABLE 1. (B) SEE DOCUMENT DP/FPA/1996/22, ANNEX, TABLE 9.		

Table B. Summary of programme expenditures for 1995 and 1996 (MILLIONS OF US DOLLARS)	1995	1996 (ESTIMATED)
REGULAR RESOURCES		
(1) PROJECT EXPENDITURES	230.9[A]	225.0
(2) TECHNICAL SUPPORT SERVICES (TSS)	22.8[A]	23.0
(3) ADMINISTRATIVE AND OPERATIONAL SERVICES (AOS)	8.1[A]	8.0
(4) PROGRAMME EXPENDITURES (1) + (2) + (3)	261.8	256.0
MULTI-BILATERAL RESOURCES		
(5) PROJECT EXPENDITURES	16.4[B]	18.0
(6) ADMINISTRATIVE AND OPERATIONAL SERVICES (AOS)	0.7	0.8
(7) PROGRAMME EXPENDITURES (5) + (6)	17.1	18.8
COMBINED RESOURCES		
(8) PROJECT EXPENDITURES (1) + (5)	247.3	243.0
(9) PROGRAMME EXPENDITURES (4) + (7)	278.9	274.8
(A) SEE DOCUMENT DP/FPA/1996/22, ANNEX, TABLE 1. (B) SEE DOCUMENT DP/FPA/1996/22, ANNEX, TABLE 9.		

Table C. Performance indices for 1995 and 1996

(MILLIONS OF US DOLLARS)

	1995	1996 (ESTIMATED)
REGULAR RESOURCES		
(1) TOTAL PROGRAMMABLE RESOURCES[A]	285.5	277.9
(2) PROGRAMME EXPENDITURES[B]	261.8	256.0
(3) RESOURCE UTILIZATION RATE (2)/(1)[C]	91.7%	92.1%
REGULAR AND MULTI-BILATERAL RESOURCES COMBINED		
(4) TOTAL PROGRAMMABLE RESOURCES[D]	314.4	309.2
(5) PROGRAMME EXPENDITURES[E]	278.9	274.8
(6) RESOURCE UTILIZATION RATE (5)/(4)[C]	88.7%	88.9%

(A) SEE TABLE A, LINE (6).
(B) SEE TABLE B, LINE (4).
(C) THE RESOURCE UTILIZATION RATE IS THE RATIO OF PROGRAMME EXPENDITURES TO TOTAL PROGRAMMABLE RESOURCES.
(D) SEE TABLE A, LINE (10).
(E) SEE TABLE B, LINE (9).

Table D. Expenditures by substantive area for country and intercountry activities, 1993-1996

REGULAR RESOURCES (MILLIONS OF US DOLLARS)

SUBSTANTIVE AREA	1993		1994		1995		1996 (ESTIMATED)	
	($)	(%)	($)	(%)	($)	(%)	($)	(%)
REPRODUCTIVE HEALTH[A]	68.7	51%	105.7	52%	119.1	52%	107.3	48%[B]
INFORMATION, EDUCATION & COMMUNICATION	21.3	16%	37.3	19%	41.0	18%	44.4	20%
BASIC DATA COLLECTION	9.3	7%	10.1	5%	11.4	5%	11.8	5%
POPULATION DYNAMICS	9.6	7%	10.6	5%	10.0	4%	12.5	6%
FORMULATION & EVALUATION OF POPULATION POLICIES	12.3	9%	15.7	8%	18.1	8%	19.2	9%
IMPLEMENTATION OF POLICIES	0.1	0%	0.2	0%	0.5	0%	0.2	0%
MULTISECTORAL ACTIVITIES	5.5	4%	12.0	6%	12.7	5%	12.1	5%
SPECIAL PROGRAMMES	7.1	5%	10.4	5%	18.2	8%	17.4	8%
TOTAL	133.9[C]	100%	202.1[C]	100%	231.0[C]	100%	225.0	100%

NOTE: FIGURES MAY NOT ADD UP TO THE TOTALS GIVEN DUE TO ROUNDING.
(A) THE CATEGORY REPRODUCTIVE HEALTH SUBSUMES THE FORMER WORK PLAN CATEGORY "MATERNAL AND CHILD HEALTH AND FAMILY PLANNING".
(B) FOR THE FINAL EXPENDITURES, THIS RATIO IS EXPECTED TO BE 50 PER CENT BASED ON PAST EXPERIENCE.
(C) THE AMOUNT OF FINAL EXPENDITURE FOR 1993, 1994 AND 1995 MAY NOT NECESSARILY BE THE SAME AS THE AMOUNT OF PROVISIONAL EXPENDITURE REPORTED IN DOCUMENT DP/1994/53, DOCUMENT DP/1995/41 AND DOCUMENT DP/FPA/1996/22.

Table E. New programmable resources for 1998-2001

(MILLIONS OF US DOLLARS)

	1998	1999	2000	2001	1998-2001
REGULAR RESOURCES					
(1) INCOME	348	372	398	426	1,544
(2) APSS NET BUDGET	65	69	74	80	288
(3) ADDITION TO THE OPERATIONAL RESERVE	5	5	6	5	21
(4) SUBTOTAL (2) + (3)	70	74	80	85	309
(5) AVAILABLE AS NEW PROGRAMMABLE RESOURCES (1)-(4)	278	298	318	341	1,235
MULTI-BILATERAL RESOURCES					
(6) INCOME AVAILABLE AS NEW PROGRAMMABLE RESOURCES	25	25	25	25	100
COMBINED RESOURCES					
(7) INCOME (1) + (6)	373	397	423	451	1,644
(8) AVAILABLE AS NEW PROGRAMMABLE RESOURCES (5) + (6)	303	323	343	366	1,335

Table F. Intended distribution of programmable resources among country and intercountry activities, work plan 1997-2000 and work plan 1998-2001

(MILLIONS OF US DOLLARS)

	WORK PLAN 1997-2000[A]			WORK PLAN 1998-2001		
	TOTAL ($)	ANNUAL ($)	AVERAGE (%)	TOTAL ($)	ANNUAL ($)	AVERAGE (%)
REGULAR RESOURCES						
(1) COUNTRY ACTIVITIES	832	208	71%	876	219	71%
(2) TECHNICAL SUPPORT SERVICES	113	28	10%	118	30	10%
(3) ADMINISTRATIVE AND OPERATIONAL SERVICES	45	11	4%	48	12	4%
(4) REGIONAL ACTIVITIES	78	20	7%	82	21	7%
(5) INTERREGIONAL ACTIVITIES	107	27	9%	111	28	9%
(6) INTERCOUNTRY ACTIVITIES (4) + (5)	185	46	16%	193	48	16%
(7) TOTAL (1) + (2) + (3) + (6)	1,175	294	100%	1,235[B]	309	100%
MULTI-BILATERAL RESOURCES						
(8) ACTIVITIES	56	14	93%	93	23	93%
(9) ADMINISTRATIVE AND OPERATIONAL SERVICES	4	1	7%	7	2	7%
(10) TOTAL (8) + (9)	60	15	100%	100[C]	25	100%
COMBINED RESOURCES						
(11) ACTIVITIES (1) + (6) + (8)	1,073	268		1,162	291	
(12) TOTAL (7) + (10)	1,235	309		1,335	334	

NOTE: FIGURES MAY NOT ADD UP TO THE TOTALS GIVEN DUE TO ROUNDING.
(A) SEE DOCUMENT DP/FPA/1996/18, TABLE G.
(B) NO CARRY-FORWARDS ARE PROJECTED FROM REGULAR RESOURCES FROM 1997 TO THE NEW WORK PLAN PERIOD.
(C) CARRY-FORWARDS ARE NOT INCLUDED.

Table G. Share of resources by group[a] 1995-1996 and 1998-2001
REGULAR RESOURCES (MILLIONS OF US DOLLARS)

	1995		1996 (ESTIMATED)		AVERAGE 1998-2001	END OF 2000
	($)	(%)	($)	(%)		
GROUP A	103.6	56%	109.7	60%	65%	67-69%
GROUP B	62.1	34%	53.4	29%	25%	22-24%
GROUP C	13.8	8%	8.0	4%	6%	5-7%
OTHER COUNTRIES[b]	4.5	2%	12.0	7%	4%	3-4%
TOTAL	184.0	100%	183.1	100%	100%	100%

(A) AS DEFINED IN DOCUMENT DP/FPA/1996/15.
(B) COUNTRIES WITH ECONOMIES IN TRANSITION, AS WELL AS OTHER COUNTRIES NOT INCLUDED IN GROUPS A, B OR C.

Table H. Intended country activities by region for the periods 1997-2000 and 1998-2001, compared with expenditures, 1994-1996

REGULAR RESOURCES (MILLIONS OF US DOLLARS)

	1994 (ACTUAL)		1995 (ACTUAL)		1996 (ESTIMATED)		INTENDED 1997-2000[a]		INTENDED 1998-2001	
							ANNUAL AVERAGE	% OF COUNTRY ACTIVITY	ANNUAL AVERAGE	% OF COUNTRY ACTIVITY
	($)	(%)	($)	(%)	($)	(%)	($)	(%)	($)	(%)
AFRICA (SUB-SAHARAN)	52	32%	65	35%	69	38%	79	38%	85	39%
ARAB STATES AND EUROPE	17	11%	24	13%	26	14%	25	12%	28	13%
ASIA AND THE PACIFIC	66	42%	67	36%	65	36%	82	39%	84	38%
LATIN AMERICA/CARIBBEAN	25	16%	28	15%	23	13%	22	11%	22	10%
TOTAL	160	100%	184	100%	183	100%	208	100%	219	100%

NOTE: FIGURES MAY NOT ADD UP TO THE TOTALS GIVEN DUE TO ROUNDING.
(A) SEE DOCUMENT DP/FPA/1996/18, TABLE I.

Table I. Intended country activities for 1998-2001 and amounts already programmed

REGULAR RESOURCES (MILLIONS OF US DOLLARS)

	1998-2001		
	TOTAL COUNTRY ACTIVITIES	AMOUNT ALREADY PROGRAMMED (ESTIMATE)	AMOUNT ALREADY PROGRAMMED AS PERCENTAGE OF REGION TOTAL
	($)	($)	(%)
AFRICA (SUB-SAHARAN)	340	169	50%
ARAB STATES AND EUROPE	112	39	35%
ASIA AND THE PACIFIC	336	137	41%
LATIN AMERICA AND THE CARIBBEAN	88	40	45%
TOTAL	876	385	44%

Table J. Proposed programme expenditure authority for 1998 and estimates for new programmable resources for 1999-2001

REGULAR RESOURCES (MILLIONS OF US DOLLARS)

	1998	1999	2000	2001	TOTAL 1998-2001
NEW PROGRAMMABLE RESOURCES[A]	278	298	318	341	1,235

(A) SEE TABLE E LINE 5 OF THIS REPORT.

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I. INTRODUCTION

1. This report is prepared in response to Executive Board decision 96/18, requesting the Executive Director, in order to strengthen the publications of UNFPA, to further develop policy and strategy in the area of communication and information, in the context of UNFPA's role in advocacy. The decision also encourages the Executive Director to give special attention to the needs of UNFPA's publications programme to support information, education and communication (IEC) efforts at the national and local level. Accordingly, this report will concentrate on UNFPA's advocacy role at the international and regional level but will stress the linkages in UNFPA's advocacy strategies among activities at all levels.

2. As also requested in decision 96/18, the strategy set forth in this report has been prepared in consultation with the members and observers of the Executive Board, as well as with selected non-governmental organizations (NGOs) active in the population field. It has also benefited from extensive in-house consultation among the various divisions at UNFPA headquarters as well as with UNFPA country offices.

II. DEVELOPING AN INFORMATION AND COMMUNICATION STRATEGY

3. The International Conference on Population and Development (ICPD) held in Cairo, Egypt, in 1994 broke new ground in providing a set of principles, together with achievable goals and objectives, to guide activities in the field of population and development. The ICPD Programme of Action emphasized the vital role of IEC in achieving ICPD goals and objectives and in paving the way to attitudinal and behavioural change (paras. 11.11 and 11.12). Following ICPD, UNFPA's Executive Board decided that advocacy should be one of UNFPA's three core programme areas, along with reproductive health, including family planning and sexual health, and population and development strategies (decision 95/15). UNFPA's information and communication strategy, as part of its overall role in advocacy, is to ensure that the principles, goals and objectives of ICPD are understood and accepted as a commitment, and thereby to help turn them into practical reality, at national, regional and international levels.

4. Specifically, the goals of UNFPA's information and communication activities are:

- At all levels:

(a) To increase awareness and understanding of the role and relevance of population in the development process, and build support for the activities of UNFPA;

(b) To build support for the goals of ICPD;

(c) To mobilize resources based on the consensus reached in Cairo (see para. 13.15 of the Programme of Action);

- Additionally, at the country level:

(d) To build national capacity in the area of population information and communication for reproductive health and population and development strategies.

These goals are consistent with the aims and purposes of UNFPA as set forth by the Economic and Social Council in resolution 1763 (LIV) of 1973 and reaffirmed by ECOSOC in resolution 1986/7 and by the General Assembly in resolution 49/3 (see annex 3 for legislative background).

5. UNFPA's advocacy efforts at all levels are now based on the integrated concept of population and development adopted by the ICPD and seek to achieve the strategic goals that guide the work of UNFPA in its core programme areas. Aims, audiences and activities vary according to these goals. Activities at international and regional levels are intended to reinforce and complement national activities so as to take advantage of potential synergies.

6. UNFPA's information and communication strategy includes enhancement of UNFPA's institutional capability to present its message effectively, both at the country and at the international level. This requires, among other things, training staff at different levels in advocacy, both in terms of presentation and substance. The importance of monitoring and measuring the effectiveness of communication efforts will be stressed in this training.

7. UNFPA's strategy is tailored to help achieve certain goals and objectives at different levels. For example, at international and regional levels, the strategy is to remind governments and partner organizations, both non-governmental and inter-governmental, of their part in shaping the agreed ICPD objectives to their specific situations, including gender and social- and health-sector goals, and to secure their commitment for meeting these objectives. Of particular importance at the international and regional levels is the mobilization of resources through building up constituencies among governments, parliamentarians and the general public. The Fund will also explore various avenues of support from the private sector, including, for example, innovative arrangements with corporations and direct-mail solicitations, among others. At the level of programme countries, UNFPA's strategy is to advocate for the internationally-agreed population and development agenda; to assist countries to operationalize the programme components based on ICPD goals; to secure commitment of national resources for that purpose; and to promote coordination among the various sectors of government, and between government and civil society. Additionally, in programme countries, UNFPA will support national IEC goals with a view to building national capacity in the area of IEC.

8. All forms of communication will be used to implement this strategy, and every effort will be made to select the media most appropriate for the message. Message design and content will be

founded on solid research and the collection and analysis of data. Tools will be selected according to audience and message. In order to reinforce the activities supported by UNFPA, partners will be sought among governments, intergovernmental organizations, non-governmental organizations (NGOs), the media and opinion leaders such as teachers and religious leaders. Indicators of the success of the strategy will be better understanding of population and development issues; improvement in reproductive health, including higher contraceptive prevalence; evidence of individual empowerment as shown in improved prospects for women's education and economic opportunities; movement towards gender equality; higher levels of legislation and parliamentary activity; increased resources being devoted to population and reproductive health; and in higher levels of activity by governments, inter-governmental organizations and non-governmental organizations (especially women's groups).

III. IMPLEMENTING THE STRATEGY

9. The basis for UNFPA's advocacy both in programme countries and at the international level is a strong and effective overall programme. Advocacy activities in programme countries are developed and carried out at the national level, according to the priorities and with the agreement of national authorities. They form part of the national strategy for population and development. Activities at the international and regional level are developed and carried out by UNFPA headquarters in New York. Activities at the different levels are intended to reinforce and complement each other.

10. There is a variety of audiences for these activities, some of the most important of which are policy makers; parliamentarians; opinion leaders including political and religious leaders; NGOs, including, especially, those for young people and women; communicators and educators in formal and non-formal settings; the media; and the general public. Each audience represents a constituency of one sort or another. Some have a direct role in making and implementing population and development policy; others are responsible for translating policy into specific activities. Some have a more subtle role to play. They influence policy, sometimes proactively, as in the case of the media, sometimes reactively, often as in the case of the public.

11. Ultimately, the most important group are the couples and individuals whose decisions constitute the outcome of population policy. Educators and the media give shape to the public discussion; NGOs are advocates in the interest of their membership; religious and political leaders set the moral and practical parameters; and policy makers consider broad outcomes and allocate resources. UNFPA works with all of these groups at all levels, and UNFPA's information and communication activities are designed to reach each of them most effectively.

12. UNFPA will employ both conventional and innovative means to implement the strategy. The Fund will continue to make use of such conventional approaches as distributing its information

materials through government, parliamentary and NGO channels, press conferences, video presentations on television and video news releases and by publicizing the statements of the Executive Director and other senior staff. Other, more innovative approaches will include joint activities with development partners that have goals and activities similar to those of UNFPA such as international, national and local NGOs that deal with population issues and women's and youth concerns. These approaches will include joint publications, special campaigns, opinion polls and related activities.

13. UNFPA also plans to make greater use of special "goodwill" ambassadors, building on the positive experience gained in this area in the past. Two special ambassadors were particularly helpful during the ICPD process, and the Fund is currently working closely with a special ambassador who is helping to publicize and promote support for population issues and UNFPA in a major donor country. It should be noted, however, that many of these more innovative approaches to advocacy, such as special ambassadors and large campaigns, can be both expensive and labour intensive.

A. National-level activities

14. At the national level, UNFPA will support national information and communication strategies to mobilize support among all sectors of society for the national population programme and its components, including in particular reproductive health, population and development activities and gender concerns. The goal in every programme country is to achieve an appropriate understanding of population and development issues, especially reproductive health, including family planning and sexual health, in line with national objectives and the goals of the ICPD. At the policy level, the goal is to stimulate the political will needed to ensure that population and related health issues are given high priority in development policies and that adequate resources are allocated to address such issues; at the operational level, the goal is to secure public acceptance and support for ICPD goals.

15. UNFPA-supported information and communication activities are developed by national authorities as part of overall national population and development programmes. They are designed as an integral part of each UNFPA country programme in the context of each country's circumstances and priorities to meet its specific needs as expressed in national policy. They respect cultural values and sensitivities and are produced in languages and forms appropriate for local use. Responding to national priorities, UNFPA typically supports a small but significant proportion of national activities, providing expertise, equipment and training services as requested.

16. At the national level, activities supported by UNFPA are carried out by a variety of executing agencies including government organizations, partner agencies in the United Nations system, non-governmental organizations and inter-governmental bodies. UNFPA Representatives work closely with national authorities in adapting and incorporating materials and products provided by UNFPA headquarters into activities at the national level. They also provide feedback on the impact and effectiveness of these materials and products and suggest modifications and improvements.

B. International and regional activities

17. Information and communication materials and activities developed by UNFPA headquarters should be capable of working together with national and regional initiatives and locally produced materials for a variety of audiences. However, because UNFPA has only a small headquarters staff and limited capacity, and also because the essential messages are the same, only one group of advocacy materials are produced at international level, and are used in both donor and programme countries. It is especially important, therefore, to ensure that the interrelationship between materials produced at UNFPA headquarters and those produced as part of or in support of country programmes is clearly understood and that these essential messages are appropriately reflected in national information and communication activities.

18. UNFPA's audiences in industrialized countries fall into the same broad categories as in programme countries, but the purpose of UNFPA advocacy is somewhat different in such countries. Rather than acting in support of national population and development programmes, UNFPA's task in industrialized countries is to generate awareness and commitment for population and development issues and for UNFPA's work in developing countries. Specifically, UNFPA has the task of generating support and commitment in industrialized countries for the goals agreed at the ICPD, and of ensuring especially that the financial goals of the ICPD are met. UNFPA's partners in advocacy in industrialized countries are governments, parliamentarians and NGOs. UNFPA advocacy materials and products are not differentiated by country as they are in programme countries, but may be adapted by national partners for local use.

C. Languages

19. With few exceptions, UNFPA global advocacy products are provided in English, French and Spanish. An increasing number are also produced in Arabic, Chinese and Russian. At the national level, global materials may be translated into local languages or incorporated in whole or in part into materials for local use.

D. Monitoring and evaluation

20. As with all UNFPA programme efforts, monitoring and evaluation form an integral and important part of the support for communication activities. General indications of the effectiveness of information and communication activities are established by monitoring such things as increase in the number of population and reproductive health programmes; resource trends; population and reproductive health indicators; legislation and policy initiatives, while recognizing that none of these is influenced by information and communication activities alone. Monitoring the progress of specific initiatives are built in at the planning stage in the form of such tools as baseline surveys; opinion polls;

user response (e.g., press clips, reply cards) and other specific evidence of use (in the case of free material); and sales data for specific priced products.

21. Limited and focused activities are more easily monitored than general or regular products. Outcomes of seminars or workshops, for example, are measured by such factors as participation, responses during the course of the event, feedback from participants and evidence of change after the event. Impact of press events is determined by the number of journalists receiving material, outlets using it, and accuracy of reporting. Evaluating impact in terms of behavioural change is also more effective in limited circumstances, for example when the audience is closely defined and clearly targeted; where desired outcomes are quantifiable and measurable; and when it is possible to establish benchmark data at the outset and conclusion of specific activities. It is important to note in this regard, however, that the most effective advocacy and information programmes make use of a constellation of activities in various settings that are designed to complement and reinforce one another, as well as related activities being carried out by other development partners. It is, therefore, difficult to attribute success to any particular activity or to say with any certainty which activity, or set of activities, has produced a particular result.

22. Tools for monitoring the impact of UNFPA's international advocacy in specific media such as newspapers/magazines, the Internet, and television/radio are becoming more sophisticated and increasingly effective in establishing who was reached and with what message, though they are less certain in establishing the effect produced, particularly in the area of attitudinal or behavioural change. The audiences for most of UNFPA's publications, media products and other activities at international level are broad and cover several categories of audiences; the messages carried are equally varied. In addition, the audiences reached are subject to many other influences. Even if attitudinal or behavioural change can be established over a period of time, it is more difficult to ascribe such change to a specific influence. UNFPA advocacy activities tend to be continuous rather than strictly time-defined, adding another complicating factor. It will be part of UNFPA's information and communication strategy to take advantage of technical advances as part of its monitoring and evaluation, to develop improved techniques to monitor attitudinal and behavioural change in UNFPA's target audiences and, to the extent possible, to assess the effectiveness of UNFPA advocacy in this regard.

E. Information and communication: Goals and strategies

23. With this background, goals and strategies, with corresponding products and activities, include, for example:

Goal	Products and Activities
A. 1. Increase awareness of the role and relevance of population in the development process (audiences: decision-makers in international organizations, governments, private sector and NGOs; population community; opinion leaders including media, educators and religious leaders);	
Strategies	
International and regional – sensitizing decision makers in multilateral agencies; liaison with the international community through the mechanisms of dialogue and consultation (international conferences; initiatives such as Education for All, Safe Motherhood); advocacy with decision-makers in governments and NGOs;	International – consultation papers; technical reports; special publications, audio-visual aids, videos; media liaison; preparatory and follow-up meetings and reports; donor visits and meetings;
Programme countries – sensitizing decision makers, development planners and policy makers; promoting and strengthening inter-departmental coordination mechanisms; involving NGOs and civil society in population and development;	Programme countries – disseminating research findings and the results of data collection and analysis; seminars and meetings; briefings and personal approaches; media liaison; collaboration with partners such as local NGOs;
Goal	
A.2. Promote greater awareness, understanding and support of the activities of UNFPA (audiences: decision makers, NGO community, media, public opinion);	
Strategies	
International – establishing and maintaining credibility, especially in donor countries, based on programme effectiveness; advocacy with	International – Advertising; promotion publications, audio-visual and video productions; media liaison;

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decision-makers, parliamentarians, opinion leaders, NGOs, media and the public;	
Programme countries – establishing programme effectiveness; sensitizing and enlisting support of government policy makers; establishing leadership among donor group at country level; links to international advocacy through NGOs and media;	Programme countries – Meetings with donors and donor group; workshops for NGOs and media; media conferences and interviews; photo-opportunities; articles and appearances in appropriate media;
Goal	
B. Build support for the goals of ICPD (audiences: same as for goal A above, but with emphasis on opinion leaders including media, educators, religious leaders, population community, NGO leadership and members; the ultimate audience is the general public);	
Strategies	
All levels – mobilizing public opinion, demonstrating effectiveness of population and development programmes and correcting misperceptions; sensitizing and enlisting support of government policy makers, parliamentarians, NGOs, media and the public for population issues and ICPD response. The aim is to move population up the development agenda to promote needed domestic and international policy change;	All levels – UNFPA publications; video productions; radio and TV co-productions; news conferences and releases; ad hoc articles and opinion pieces; interviews; encouraging advocacy groups; strengthening connections with the population community; building relationships with concerned NGOs and the private sector; building networks among policy makers and opinion leaders; assisting national authorities to develop the above materials and activities for national use, with the technical support and advice of UNFPA Country Representatives and Country Support Teams (CSTs) and using UNFPA materials as appropriate;

Goal

C. Mobilize resources to implement ICPD Programme of Action (audiences: government, NGO and private-sector decision-makers, parliamentarians, population community; NGO programme staff);

Strategies

International – Creating and strengthening awareness of UNFPA's role in promoting the implementation of the ICPD Programme of Action; establishing and maintaining credibility, based on programme effectiveness, with decision-makers, parliamentarians, opinion leaders, media and NGOs;

International – technical reports and studies; evaluation reports; programme monitoring reports; resource and programme publications; country profiles; audio-visual presentations for visiting groups and for donor visits;

Programme countries – establishing programme effectiveness; establishing leadership among donor group at country level; links to international advocacy through NGOs and media; mobilizing decision-makers for programme development and implementation; increasing resources for population; establishing and maintaining UNFPA's credibility based on programme effectiveness, to stimulate donor response;

Programme countries – nationally developed materials and activities, with the technical support and advice of UNFPA Country Representatives and CSTs and using UNFPA materials as appropriate;

Goal

D. Build national capacity in developing countries in the area of population information and communication (audiences: government and NGO decision-makers, opinion leaders, and general public);

Strategies

National – Helping to build national capacity as part of country programmes, in line with national perceptions and priorities.	National – Activities by national authorities, with assistance of UNFPA Country Representatives, including regional and country-level training programmes; institution-building and management strengthening; IEC materials and products for reproductive health, population and development strategies.

F. Review of strategies and follow-up

24. UNFPA intends to review its overall strategy every four years in order to assess its impact and to see what has worked and what has not. The reviews will also enable the Fund to draw upon the lessons learned in order to make adjustments in its information and communication strategy. UNFPA will report the findings and conclusions of these reviews to the Executive Board.

IV. ELEMENTS FOR A DECISION

25. The Executive Board may wish to:

1. Take note of the report on the UNFPA information and communication strategy (DP/FPA/1997/8) and the comments made thereon by the Executive Board;

2. Endorse the overall goal of the UNFPA information and communication strategy, which is to promote the principles, goals and objectives of the International Conference on Population and Development and to help turn these principles, goals and objectives into practical reality at the national, regional and international levels;

3. Further endorse the specific goals and corresponding strategies of the information and communication activities of the United Nations Population Fund as contained in paragraphs 4 and 22 of the report;

4. Recognize that monitoring and evaluation are integral and important parts of information and communication activities, while acknowledging the difficulty, methodologically and operationally, of measuring the impact or effectiveness of such activities;

5. Request the Executive Director to review the Fund's information and communication strategy in four years and to report thereon to the Executive Board at its annual session 2001.

Annex 1

HISTORY AND BACKGROUND

1. UNFPA has a long history of public information and awareness creation activities to focus attention on population and development issues.

International information and communication activities

2. While national-level IEC activities began almost as soon as UNFPA became operational in 1969, with information and communication in support of census and other data collection activities, advocacy at the international level began in a serious way only with preparations for World Population Year (WPY) in 1974. The remarkable success of WPY in combination with worldwide publicity surrounding the World Population Conference in the same year set the stage for increasing attention to population and development issues. UNFPA's publication programme began in 1973 with the *WPY Newsletter* and an in-house journal, POPULI. In 1975 these became, respectively, the monthly *UNFPA Newsletter* and a quarterly population and development journal also called POPULI which is still published, although its format has changed several times in response to changing needs.

3. From the beginning, UNFPA's information and communication strategy at the international level was to promote the issue rather than the organization. Both UNFPA periodicals and other regular and occasional publications, as well as promotions and co-productions (for example the 1974 Exploding Cities Conference and the 1987 global television co-production with Turner Broadcasting System) were designed to present population and development issues to a wider audience, rather than to raise the visibility of UNFPA as an organization.

4. In keeping with this approach, since 1978 the major UNFPA publication has been the *State of World Population* Report, which has year by year presented a different aspect of population and development to an increasingly diverse audience. From a short-term readership almost exclusively among media and population professionals, the Report has become UNFPA's flagship publication, and has developed a lengthening shelf-life as a reference document among a wide spectrum of audiences concerned with population and development issues. It is the most quoted of UNFPA's publications. It has become extensively used as a teaching tool and forms the starting point for media on population aspects of development issues, for example at international conferences such as HABITAT II. It has also been used as a means for UNFPA Representatives to introduce population issues to a broad audience within their areas of responsibility.

5. Other publications have achieved similar multiple uses on a more limited scale, for example the information booklet prepared for the media at the Food Summit in 1996, which was also used at the country level to inform delegates to the Summit on gender and population issues related to food

and nutrition. Requests for the publication are now being received via the UNFPA Worldwide Web page from academics, women's organizations and general readers.

6. A similar emphasis on the issue rather than the organization has been the basis of UNFPA's involvement in and support for publications by other organizations, as well as co-productions in radio and television. At the international level, cooperation in publications such as *Facts for Life* (with WHO, UNESCO, and UNICEF) and co-funding for television productions such as *Agenda for A Small Planet* (with an independent producer) and *Voices From Cairo* (with Turner Broadcasting Service) have demonstrated common purpose among different parts of the United Nations system while avoiding redundancy and overlap. There has been close cooperation with the United Nations Department of Public Information (DPI) in publications, on radio and TV productions, and on special events, most notably in preparations for the ICPD. There is day-to-day contact with DPI on, for example, media liaison, public enquiries and evaluation services such as press clippings.

7. This strategy has also informed UNFPA's involvement in cooperation with the rest of the United Nations system. Mechanisms such as the Joint United Nations Information Committee (JUNIC) and the Non-Governmental Liaison Service (NGLS) have encouraged system-wide cooperation in public information at the international level, while consultations in the Joint Consultative Group on Policy (JCGP) and the Task Force on Basic Social Services for All have operated to strengthen joint action and avoid redundancy in IEC programmes at all levels.

8. Relationships built with NGOs include the Inter-Press Service (IPS) and the Press Foundation of Asia, South-South news agencies that have both trained journalists and disseminated news on population and development issues. Co-productions with NGOs such as TVE (Television Trust for the Environment) have succeeded in reaching a world audience with important follow-on effects on broadcasters and producers.

National-level information and communication activities

9. At the national level, UNFPA has an equally long record of IEC activities. At the international level, UNFPA's role has been to advocate for population and development as a worldwide priority, to mobilize resources for population and development, and to bring evolving issues to the attention of decision makers and the general public. At regional and national levels, UNFPA's role is to assist developing countries, at their request and according to their priorities, to formulate and implement IEC activities in support of population programmes, especially in the area of reproductive health, including family planning and sexual health, but also in the area of data gathering, analysis and dissemination.

10. UNFPA's work in these areas has been strengthened by cooperation with other parts of the United Nations system, notably the United Nations Secretariat, ILO, FAO, UNESCO, WHO, UNICEF, UNDP and UNHCR. Their expertise and experience with information and communication

programming in their own areas of concentration has materially assisted the process of integrating population into all areas of development at all levels.

11. Notable benefits have accrued from UNFPA's close cooperation with NGOs at all levels, especially with population NGOs; communications NGOs, including regional professional organizations; women's groups and religious groupings. NGO networks supplement and strengthen information and communication activities, emphasizing issues that appeal to their membership. They permit penetration into audiences not always reached by other means, and their close contact with their membership and allied audiences reinforces the credibility of population and development messages. NGOs also perform the valuable function of transmitting messages from their membership to programme and policy-making levels, thus permitting adaptation of programmes to match local and sectoral needs and priorities. This is a function that assumes increasing importance in a people-centred development paradigm.

12. UNFPA also has close contacts with other parts of the civil society, notably the profit-making sector. Information and communication activities can be effectively directed to the workforce, both management and labour, in both formal and informal settings. As well as providing an existing network for transmitting messages, the workplace frequently selects for characteristics such as age, gender, education level or other variables that offer considerable possibilities not only for transmission of messages but for reinforcement through repetition and discussion. By close interaction with audiences, it is also possible to evaluate responses and modify messages in response.

13. Special mention should be made of activities in the formal and non-formal education systems. These form a sub-sector of great importance to IEC and to advocacy generally. UNFPA now supports such activities in over 100 countries. It is beyond the scope of this report to attempt to survey such activities. It is enough to note here some areas in which information and communication activities are connected to them: for example, World Population Day activities; the UNFPA poster contest; and the essay contest for young people first conducted in 1996.

14. Together with its partners, UNFPA has built up a considerable body of experience in all these areas, in countries at different stages of development and among audiences of varying levels of awareness, education, income and sophistication.

Annex 2

TECHNICAL AND FIELD PROJECT PUBLICATIONS

Technical publications produced at UNFPA headquarters

1. UNFPA's technical papers address a wide variety of issues of direct relevance to UNFPA-funded activities. The choice of topics is based on a comparison of available literature with observed country project needs. They have included, among others, the role of IEC in family planning service delivery; facilitating the involvement of men in family planning; communication strategy design; a proposed reconceptualization of population education; indicators for measuring the effectiveness of population education projects; parent education; and comparative evaluation reports on adolescent reproductive health.

2. The principal audiences are UNFPA field and project staff but also include United Nations missions for information and monitoring purposes. Researchers and research institutions receive copies on request for educational and research purposes.

3. Records are kept to monitor copies distributed, including requests for additional copies. Based upon periodic assessment of observed use in the field and requests for additional copies for training/workshops and reference, as well as citations in other technical literature, this strategy has demonstrated its effectiveness and will be continued.

Country project publications

4. UNFPA-funded country programmes produce numerous publications and other communication materials, such as audio-visual aids, in the context of programme objectives. These materials are designed, using pre-testing and audience research techniques, to respond directly to specific country needs and to be effective in each cultural setting. They range from advocacy materials to school classroom materials and instructional "how-to" guides for clients of reproductive health services and the providers of those services. These publications are the work of government or NGO staff as part of UNFPA-funded projects.

5. UNFPA policy is to support the design and production of such materials locally, including their pre-testing and follow-up evaluation, to ensure that the materials correspond to local and individual needs. They may incorporate materials designed at the global level as appropriate.

6. It is not feasible to undertake close global monitoring of the large numbers of education and communication materials developed at country level. Instead, country offices and country project

staff are encouraged to ensure maximum effectiveness by means of appropriate research, pre-testing and follow-up techniques.

Global project and regional publications

7. UNFPA global projects often produce technical publications of use to broad audiences. These include directories of reproductive health training courses and programmes, as well as advocacy and information materials on themes such as adolescent reproductive health and Safe Motherhood. Technical support services (TSS) and CST advisers are encouraged to write technical papers of particular interest to the work of the teams and to meet information needs they have identified in country projects.

Annex 3

LEGISLATIVE BACKGROUND

ECOSOC mandate, 1973

1. The Economic and Social Council (ECOSOC) in resolution 1763 (LIV) of 18 May 1973, stated that UNFPA should "promote awareness, both in developed and developing countries, of the social, economic and environmental implications of national and international population problems, of the human rights aspects of family planning and of possible strategies to deal with them in accordance with the plans and priorities of each country". That was later reaffirmed by ECOSOC in resolution 1986/7 of 21 May 1986, and by the Governing Council in decision 93/27. It was reaffirmed by the General Assembly in its resolution 49/3 of 20 October 1994.

Amsterdam Declaration, 1989

2. In November 1989, the International Forum on Population in the Twenty-first Century adopted the Amsterdam Declaration, which urged UNFPA "to strengthen further the capacity of UNFPA to foster international awareness creation" of population matters. The General Assembly took note with appreciation of the Amsterdam Declaration in its resolution 44/210 of 22 December 1989.

Governing Council decision, 1990

3. At its thirty-seventh session, the Governing Council supported "the important contribution of UNFPA publications and other public information efforts in promoting awareness, both in developed and developing countries, of population issues and their social, economic and environmental implications" (decision 90/35A, para. 17).

General Assembly resolution, 1990

4. The Fund was urged, subsequently, by the General Assembly in resolution 45/216 of 21 December 1990 "to continue to undertake activities aimed at building up better awareness of population issues" (para. 13).

Governing Council decision, 1991

5. At its thirty-eighth session, the Governing Council called upon UNFPA "to reinforce information and education programmes in support of family planning" and "to continue to increase awareness through its public information activities in both developed and developing countries on issues relating to population and development" (decision 91/35A, para.14).

International Conference on Population and Development, 1994

6. In 1994 the International Conference on Population and Development agreed on goals for the next 20 years in the area of population and development, and set out in clear terms, in the Programme of Action, the means for reaching them.

Advocacy as a core programme area, 1995

7. In June 1995, the Executive Board at its annual session endorsed core programme areas for UNFPA as outlined in document DP/1995/25 and Corr. 1, "Programme priorities and future directions of UNFPA in light of the ICPD", and requested the Executive Director to concentrate UNFPA's assistance in the three core programme areas of reproductive health, including family planning and sexual health; population and development strategies; and advocacy (decision 95/15).

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UNITED NATIONS POPULATION FUND

RECOMMENDATIONS ON THE UNFPA PROGRAMMING PROCESS

Report of the Executive Director

1 Executive Board decision 96/13, adopted at the second regular session 1996, called on the Executive Director to submit recommendations on the future country programming process of the United Nations Population Fund (UNFPA) for the Board's consideration at its annual session 1997. Part of that decision asked the Executive Director to review the format, content and timing of the documentation submitted to the Executive Board on country activities. At the third regular session 1996, UNFPA introduced a new format for its country programme proposals that responded to a number of concerns that had been expressed by members of the Board. The new presentations were an average of 40 per cent shorter than in the past, included data related to decision 96/15 on the new approach for the allocation of UNFPA resources, and focused on subjects of greatest interest to the Board, including lessons learned from past UNFPA programmes, the Fund's comparative advantage in relation to other donors, the planned strategy for the proposed programme, its implementation plan, and the expected results. At that and subsequent Board sessions, Executive Board members commented favourably on the new format, proposed some concrete suggestions and asked the Fund to continue to improve its coverage of the areas mentioned above. Given this broad approval, the Executive Director proposes to maintain this format for the presentation to the Executive Board of the Fund's proposed country programmes and to continue to work to improve them.

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2. A second part of decision 96/13 asked the Executive Director to consult with UNDP and UNICEF in order to consider ways of harmonizing the country programming process of UNFPA with those of its sister agencies. Although, in fact, the country programming processes of UNDP and UNICEF are different, there is a common theme that seems to have inspired the design of both of them -- the desire of the members of the Executive Boards to participate more effectively and at an earlier stage in the design of the country programmes. The Executive Director fully supports the perceived need for a more inclusive programming process. The Fund has, therefore, examined its own programming procedure to see how this can best be accomplished. In doing so, the Fund has kept three objectives in mind: (a) to promote effective input from all interested members of the Executive Board; (b) to respect the principles of multilateralism; and (c) to limit the administrative burden on UNFPA so that as much of the Fund's resources as possible are spent on the programmes themselves.

Input from members

3. UNFPA has always promoted and sought effective inputs from member governments in the programme formulation and approval process. This input can be most productive when it is the result of a real give-and-take between the Fund and member governments and when there is time for recommendations to be considered carefully and to be incorporated into the programme as it is designed. To achieve these aims and to have the most impact on the programmes themselves, therefore, any input should come as early as possible in the programming process. The Fund believes that this can best be achieved by involving member governments at the time of the programme review and strategy development (PRSD) exercise, which is the earliest stage of programme formulation.

4. Given the way the programme cycle works at UNFPA, it is not clear that the programming models used by some of its partner organizations would be as effective as possible in achieving the aim of effective participation and in being as cost effective as possible in utilizing management resources Under the current UNICEF system, for example, members of the Executive Board comment on the proposed strategy of the new programme approximately one year before the beginning of a new programme cycle and then adopt the "fleshed-out" programme, on a no-objection basis, at the Board session immediately before the programme is scheduled to begin. This requires, in effect, a double programming process, one to develop strategy, which may or may not be endorsed by the Board, and then one to present the programme. So far, at UNICEF this second stage has been a largely nominal process: in 1996 only one of the 40 programmes proposed for 1997 was discussed at the September Board meeting. However, the UNICEF secretariat expended a great deal of effort in preparing the 40 country documents for that session. Such a double process would put a severe strain on the resources of a small organization like UNFPA, both in terms of the programming process in the field and at headquarters and on the drafting and processing of the programme documents for Executive Board consideration.

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5 The process established for UNDP in Executive Board decision 96/7 calls upon the Administrator of UNDP to submit country cooperation frameworks "in a timely manner". These are then considered by the Board only if requested in writing by five members in advance. This is a new process, and it is not yet clear whether this provides adequate opportunity for the members to add their input to the design of the proposed programme. This is particularly true in that this input is delivered in the course of a short Board meeting, during which several programmes may discussed. The comments expressed during these Board meetings tend to be somewhat general and, in addition, members of the Board sometimes express divergent opinions on programme options. There is currently no mechanism to resolve such divergences within the framework of the Board, and it is not always clear how the programme can reflect all of the inputs adequately. There is little time for the dialogue and reconciliation of different opinions that is a major strength of UNFPA's PRSD process.

6. The programming process currently in place at the Fund necessarily takes place over a period of several months. This includes a mid-term review and the PRSD exercise, which normally takes place some 18 months before a new programme is scheduled to begin. Under the UNICEF model it would be necessary to begin this process much earlier in order to have a strategy ready for Board consideration a year in advance of the beginning of the proposed programme. The Fund's programming cycles are normally four or five years; this means that new programme development might well have to start more or less halfway through the old programme before, in fact, there is sufficient experience to base recommendations for the next cycle. As a matter of practicality, many programme activities often take place during the second part of a cycle because of the necessity of laying the foundations during the early part of the programme. Even as the cycle currently functions, it is often felt that there is not enough time to properly evaluate achievements and constraints when designing the next programme. It would be unwise to foreshorten this process any further.

7. For all of these reasons, the Fund feels that the most dynamic way of designing a more inclusive programming process is to involve representatives of member governments at an early stage, to consider all inputs carefully, in the context of the national development priorities of the programme country, and in a dialogue with the Government of the programme country during the time when the programme is actually being designed, i.e., during the PRSD exercise. This would be done in full expectation that the suggestions of the member governments would also be communicated to their representatives on the Executive Board, which would then provide the occasion for members of the Board to perform a vital monitoring and oversight function. The Board would have a much more informed basis than is sometimes currently possible in expressing its judgments and in grounding its ultimate approval or rejection of a proposed country programme. This would provide true member government input into the programme.

Principles of multilateralism

8. UNFPA's great strength in providing assistance in the areas of population and reproductive health is that it is the major multilateral organization active in the field, with all of the advantages that provides in terms of neutrality, comparative advantage, worldwide coverage, expertise and experience based on over 25 years of programming. In carrying out its mandate and in furthering the goals of the International Conference on Population and Development (ICPD), the Fund takes full account of the provisions of General Assembly resolution 50/120: "the fundamental characteristics of the operational activities of the United Nations system should be, inter alia, their universal, voluntary and grant nature, their neutrality and their multilateralism, as well as their ability to respond to the needs of developing countries in a flexible manner, and that the operational activities of the United Nations system are carried out for the developing countries, at the request of those countries and in accordance with their own policies and priorities for development". Together with the logical and substantive design of a country programme, the careful development of a sense of ownership of all proposed activities by the programme country is vital to the programme's ultimate success. The country programme must be technically sound and must reflect the needs, wishes and capabilities of the country concerned in implementing the ICPD Programme of Action. The Fund believes the procedure being proposed can accomplish that goal

Limiting the administrative burden

9. The programming process is necessarily a lengthy one and requires a great deal of consultation between the Government and UNFPA, other development partners, technical experts, executing agencies and the members of the Executive Board. It also requires numerous consultations and meetings inside UNFPA itself as well as much preparatory work. It is the view of the Executive Director that increasing the number of reports that are prepared for the Executive Board will not necessarily make the Board's highly desirable input into programme design more effective, but it will certainly increase the amount of time and financial resources that the Fund expends in the preparation of documentation. That is time and money that could more wisely be spent on the programmes themselves. A more active involvement of member countries in the PRSD process will certainly involve a moderate increase in administrative energy at the field level, but the results will be more tangible and the costs much less than if the Board were to require a double drafting of all of the Fund's proposed country programmes.

A proposed programming process

10. UNFPA therefore proposes to open up more systematically its PRSD process to a wider participation by interested member governments. As a matter of course, all member countries of the Executive Board will be notified in advance of planned PRSD exercises, and their active participation in the field will be solicited. Instructions will be circulated to all UNFPA Representatives to that

effect. The new programming Guidelines that are currently being developed will incorporate this into the formal structure of the field offices' responsibilities. The instructions will stress that it is incumbent on the Representatives that they allow sufficient time for the embassies and/or the field offices of development agencies to schedule their own involvement. Input received from interested member governments will be considered an integral part of the PRSD exercise. Member states will also be encouraged to pass on their recommendations to the Permanent Missions in New York so that each new programme can be reviewed in light of the suggestions made in the field, ensuring that all feasible proposals have been taken into account.

11. As has always been the case, the PRSD exercise will include extensive consultation and participation by the Government of the programme country and its terms of reference will be formulated to meet the needs and priorities of the government. Once a programme has been drafted, the Government and the Fund will work together to reach an agreed-upon final version for submission to the Executive Board. Following the model now being used by UNDP, any programme would be discussed in detail by the Executive Board if so requested by five members. The Fund would stand ready to discuss any programme in depth and would endeavour, insofar as possible, to have concerned UNFPA Representatives present for both informal and formal meetings during Executive Board sessions. Whatever additional input that is made during the Board meetings, and which is agreed to by the Board as a whole, will be incorporated into the instructions given to the UNFPA Representative for their guidance as they develop the programme activities.

12. The Executive Director feels that a process of including active and systematic participation by interested member governments in the programming process at the field level would accomplish a number of desirable objectives. Above all, such a process would provide the opportunity for real input by member countries into the programming process, which would improve the effectiveness of programme design. The proposed procedure would also streamline the preparatory process, thereby minimizing costs.

Recommendation

13. The Executive Director recommends that the Executive Board endorse the continued use of the current format for country programme presentations while stressing that these presentations should strive to present clearly and analytically issues of greatest importance to the Board as noted in paragraph 1 of this report. The Executive Director further recommends that the Board endorse a programming procedure that invites the participation of members of the Executive Board in the programme review and strategy development (PRSD) exercise and that the proposed programmes be taken up on a no-objection basis at Executive Board sessions.